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PEACETIME EMPLOYMENT OF THE MILITARY -  
THE ARMY'S ROLE IN DOMESTIC DISASTER RELIEF

BY

Lieutenant Colonel Thomas G. Harrison  
United States Army

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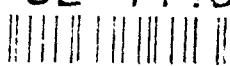
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On April 18, 1906, the most destructive earthquake to ever hit the United States struck the city of San Francisco leaving over 350,000 homeless and a great portion of the city in rubble. The municipal government, unable to handle a disaster of such magnitude, turned to the only remaining organization capable of assisting, the military forces of the Regular Army. The Army responded immediately; assisted in fire fighting, patrolled the city to guard against looting, and provided food, clothing, and shelter to the many homeless. The Army's quick and decisive actions during this great disaster would serve as a precedence for military relief operations in the future. Following a detailed review of the Army's role in the great San Francisco earthquake of 1906, this research project addresses the evolution of the Federal disaster response system with emphasis on how the Department of Defense (DoD), and in particular the Army, is integrated into that system. A review of statutory authorities and how they have evolved serves as the start point. This is followed by an explanation of the roles and responsibilities of the Federal Emergency Management Agency (FEMA); how it came into being; and describes its relationship with DoD and other Federal Agencies. Using the new "Federal Response Plan" and earthquake preparedness as the vehicle, this paper provides a detailed analysis of current DoD policy and regulatory guidelines, the organization within DoD for domestic disaster response, and describes current planning efforts at both the Forces Command and Continental U.S. Army (CONUSA) levels. The paper concludes by identifying some challenges facing the Army in the future and proposes some recommendations for meeting those challenges.

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USAWC MILITARY STUDIES PROGRAM PAPER

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PEACETIME EMPLOYMENT OF THE MILITARY -  
THE ARMY'S ROLE IN DOMESTIC DISASTER RELIEF

AN INDIVIDUAL STUDY PROJECT

by

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## **ABSTRACT**

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On April 18, 1906, the most destructive earthquake to ever hit the United States struck the city of San Francisco leaving over 350,000 homeless and a great portion of the city in rubble. The municipal government, unable to handle a disaster of such magnitude, turned to the only remaining organization capable of assisting, the military forces of the Regular Army. The Army responded immediately; assisted in fire fighting, patrolled the city to guard against looting, and provided food, clothing, and shelter to the many homeless. The Army's quick and decisive actions during this great disaster would serve as a precedence for military relief operations in the future. Following a detailed review of the Army's role in the great San Francisco earthquake of 1906, this research project addresses the evolution of the Federal disaster response system with emphasis on how the Department of Defense (DoD), and in particular the Army, is integrated into that system. A review of statutory authorities and how they have evolved serves as the start point. This is followed by an explanation of the roles and responsibilities of the Federal Emergency Management Agency (FEMA); how it came into being; and describes its relationship with DoD and other Federal Agencies. Using the new "Federal Response Plan" and earthquake preparedness as the vehicle, this paper provides a detailed analysis of current DOD policy and regulatory guidelines, the organization within DOD for domestic disaster response, and describes current planning efforts at both the Forces Command and Continental U.S. Army (CONUSA) levels. The paper concludes by identifying some challenges facing the Army in the future and proposes some recommendations for meeting those challenges.

## INTRODUCTION

The date was April 18, 1906. At precisely 5:13 a.m., the earthquake came. One hundred and fifty miles due west of the Golden Gate bridge and miles below the ocean surface, the tectonic plates of the San Andreas Fault shifted. One wall of the Fault slipped in one direction, the other the opposite way, ripping open the ocean bed. The great rip came out of the sea ninety miles north of San Francisco traveling at a speed of two miles per second. In less than a minute, earth waves, two or three feet high, undulated through the ground, struck the great city of San Francisco and rendered this "commercial emporium" of the Pacific coast into ash and rubble.<sup>1</sup>

During the next forty-eight hours, this center of civilization was reduced to burnt desolation. Several hundred were left dead under the smoldering ashes, over 350,000 were left homeless, and the entire population of 450,000 had been relegated to conditions of primitive life deprived of all modern conveniences and necessities. The city's entire business district had been destroyed by fire, an area covering 3,400 square acres. Food, water, shelter, clothing, medicines, and sewage were all lacking. Even people of great wealth could obtain food only by charity or public relief. All those things that are deemed essential to the support, comfort, and decency of a well-ordered life were destroyed or wanting. The municipal government was unable to respond to a disaster of such magnitude. The only undisturbed and thoroughly equipped organization left in San Francisco was the military forces of the Regular Army.<sup>2</sup>

The ranking Army officer in San Francisco, Major General Adolphus Greely, commander of the Pacific Division, had departed for Chicago on April 16th to attend his daughter's wedding. In his absence, Brigadier General Frederick Funston was left in charge. While passing through Omaha, MG Greely learned of the earthquake and resulting fires. He immediately telegraphed BG Funston expressing confidence that "under him, the Army would afford all necessary aid and assistance". Upon reaching Chicago and learning of the great magnitude of the disaster, MG Greely caught the fastest train back to California and arrived in Oakland late on April 22nd.<sup>3</sup>

Brigadier General Funston had been assigned as the commander, Department of California since 1901, at that time only thirty-five years old. He had failed the entrance exam for attendance to West Point in 1890 and subsequently enlisted during the Cuban Insurrection. In Cuba he served with distinction, participated in twenty-three battles, and was promoted to the rank of Lieutenant Colonel in the Artillery. Upon returning to America, he was given command of the 20th Kansas Regiment and led it into battle in the Philippines. There he earned the nickname "Fearless Freddie", won the Congressional Medal of Honor for heroism and was promoted to Brigadier General.<sup>4</sup> Funston's personal courage and strong character served him well, a man of few words and decisive action. On the morning of April 18, 1906, his abilities as a professional officer and effective leader would again be tested.

The Army's role in providing aid and assistance to San Francisco can be divided into two phases; the first involved saving the city from complete destruction by fire ( April 18 - 22 ), and the second involved providing direct relief to the 350,000 left homeless and destitute (April 22 - July 2, 1906).

After being awaken by the earthquake and seeing firsthand the serious damage and fires burning fiercely, BG Funston knew the municipal authorities would not be able to handle the situation without full and immediate assistance from the Regular Army. He sent word to the Mayor and Chief of Police that all available troops would be ordered out and placed at their disposal. Within two hours, troops began reporting to the city authorities and were dispatched to guard the banking district and sent on patrols to prevent looting. By mid-morning, Regular Army soldiers were assisting fire fighters, aiding police, and saving property. At the end of the first day, nearly 250,000 people were encamped in open areas and on all the various military installations around the city. Soldiers were providing food, shelter, blankets, and clothing to assist the many homeless.<sup>5</sup>

The most important job for the Army came after the fires were brought under control, that of forming and administering an adequate relief system for the more than 350,000 homeless. On April 23rd, the Mayor of San Francisco asked MG Greely to assume the task of directing all relief efforts in the city. Greely declined because such actions would be unwarranted by law and possibly unconstitutional. On April 24th, the Mayor, Citizens

Relief Committee, and American Red Cross unanimously advised Greely that conditions were so urgent that it was an imperative public duty for the Army to take charge. Greely conceded, and the Army began the monumental task of planning, coordinating, and administering the relief effort for the entire city.<sup>6</sup>

From April 29th to July 2nd, the Army, under full authority of the War Department, assumed administration of the entire relief effort. It administered the many refugee camps, contracted with civilians for soup kitchens, constructed temporary barracks (including 5,610 "earthquake cottages"), treated hundreds of sick and injured, distributed/stored food, water, and supplies, and conducted sanitation throughout the city. The machinery of military bureaucracy was well-suited to its task and it was said that when the Army assumed control, "order began to appear immediately".<sup>7</sup>

The Army officially turned-over relief efforts to the Red Cross and civil sector on July 2nd. The Army's efficiency, professionalism and many contributions during this great disaster have had a lasting impact and in many ways influenced the entire nation's view of the role of the military during national emergencies.

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The preceding historical anecdote describes one of many instances where the Army has responded to assist the civil sector during time of disaster. Our nation's history is full of such examples. The standing military's unique organization,

institutionalized discipline, and abundant resources, lend it to use during these emergency situations. This research paper will address the varying roles of the military in responding to domestic disasters and will focus on the use of Army resources and Army planning efforts. Beginning with an analysis of the statutory authorities, the paper will address how the federal government is organized to respond and in turn the Defense establishment. Using earthquake response planning as the vehicle, the Army's response role(s) will be described, current planning efforts reviewed, and future challenges identified.

#### STATUTORY AUTHORITIES

##### Historical Background:

Since the beginning of our Republic, the Federal Government has recognized its responsibility to assist States and communities in times of great disaster. Prior to 1947, Federal assistance was restricted chiefly to special grants of money appropriated by the Congress on the occasions when a natural disaster of great magnitude occurred. Federal assistance came "after-the-fact" and enabling legislation was enacted only in response to a specific disastrous event. It was not until 1947 that the Government laid the framework for a general policy for disaster relief. In that year, the Congress empowered the President to make surplus wartime supplies available to States, local governments and citizens in a disaster area. This would be executed through the Federal Works Administrator in coordination with the Military service and the affected State.<sup>1</sup>

Federal Disaster Act of 1950:

The first comprehensive legislation passed to address Federal disaster assistance was the Federal Disaster Act of 1950, Public Law 875. P.L. 875 gave the President broad powers to provide immediate assistance through all departments of the Government when a major natural disaster occurred. The act authorized the President to provide -

an orderly and continuing means of assistance by the Federal Government to States and local governments in carrying out their responsibilities to alleviate suffering and damage resulting from major disasters."<sup>9</sup>

Disaster Relief Act of 1974:

Throughout the 50s and into the mid-60s the Federal Disaster Act of 1950 remained virtually unchanged despite a substantial growth in the number of requests for federal disaster assistance. A turning point came on March 27, 1964 when a catastrophic earthquake struck the state of Alaska. The Alaskan earthquake was the strongest and most devastating to ever hit the Northern Hemisphere, having an estimated intensity of 8.6 on the Richter scale. It affected the entire west coast of the United States, an area of over 100,000 square miles. One hundred and thirty-one people were killed and total property damage exceeded 750 million dollars. As a result of that disaster and extensive flooding in the midwest, new, more comprehensive legislation was passed in 1966, providing a more effective Federal response to natural disasters.<sup>10</sup>

The Disaster Relief Act of 1974 was enacted as Public Law 93-288 and provided for a broad and comprehensive program for Federal assistance during times of disaster and national emergency. It directed planning and coordination between Federal and State agencies for disaster mitigation and specified duties and responsibilities for various Federal agencies in specific terms. This legislation has served well and with few amendments, is still the basis for today's disaster relief authorities.<sup>11</sup>

Public Law 100-707:

Current statutory authority is contained in The Robert T. Stafford Disaster Relief and Emergency Assistance Act of 1988. Specific language on the utilization of Department of Defense resources was added to clarify the extent to which the military could begin relief operations prior to a formal Presidential declaration being made. The general rule for utilization of DoD resources under these circumstances is -

During the immediate aftermath of an incident which may ultimately qualify for assistance under this title....the Governor of the State may request the President to direct the Secretary of Defense to utilize the resources of the Department of Defense for the purpose of performing on public and private lands any emergency work which is made necessary by such incident and which is essential for the preservation of life and property.<sup>12</sup>

P.L. 100-707 grants all Federal agencies the authority to provide assistance during natural and/or man-made disasters and emergencies. Under direction of the President, assistance is coordinated through a Federal agency created for that purpose.

**FEDERAL EMERGENCY MANAGEMENT AGENCY (FEMA)**

Prior to 1978, the responsibility for dealing with emergencies and assisting victims of disasters was spread among a number of Federal agencies. The result was significant problems involving interagency and intergovernmental coordination. There was no single point of contact within the government which led to confusion and duplication of effort among these Federal Agencies. On June 19, 1978, the Federal Emergency Management Agency was established as a part of the President's Reorganization Plan No.3 of 1978. Under this plan, emergency management agencies belonging to Department of Defense (Defense Civil Preparedness Agency), Department of Housing and Urban Development (Federal Disaster Assistance Administration), and General Services Administration (Federal Preparedness Agency), would be consolidated into a single Federal agency (FEMA), to enhance efficiency and reduce duplication of effort within the Government. This new agency was established to give direction and stability to National preparedness and emergency management operations.<sup>13</sup>

On July 20, 1979, the President signed Executive Order No. 12148, "Federal Emergency Management". E.O. 12148 transferred functions and responsibilities associated with Federal emergency management to the Director, FEMA. The Director was tasked to establish Federal policies for and to coordinate all civil defense and civil emergency planning, management, mitigation, and assistance functions of the Executive Agencies.<sup>14</sup>

Since 1979, FEMA has matured and become "in fact" the central focus for the Nation's emergency management systems. Today FEMA is actively involved in a variety of programs developed over the past decade. Cited in Figure 1 is a listing of those major programs in which FEMA has taken the lead.<sup>15</sup>

1. Emergency Management Assistance
2. Continuity of Government
3. Telecommunication and Warning
4. Radiological Emergency Preparedness
5. Earthquake Planning
6. Dam Safety
7. Hurricane Preparedness Efforts
8. Disaster Relief
9. Flood Plan Management and Flood Insurance
10. Fire Safety
11. Mobilization Preparedness
12. Training
13. Civil Defense

FIGURE 1. FEMA Programs

Responsibility to protect the population from the consequences of a disaster rests primarily with the government of each State. Disaster assistance to the States is a responsibility shared by many Federal agencies and coordinated through FEMA. Each agency must develop both contingency plans and response capabilities for all forms of disaster, either natural or man-made. In response to this requirement, Department of Defense has been actively involved in the development of policy, directives, regulations and a standardized organization for providing assistance to the civil sector during emergencies.

DEPARTMENT OF DEFENSE (DoD)

Department of Defense Directive 3025.1:

DoD Directive 3025.1 (Use of Military Resources During Natural Disaster Emergencies within the United States, its Territories, and Possessions) was first published in 1971, in response to enactment of the Comprehensive Disaster Relief Act of 1970. In May 1980, it was updated and reissued as - (Use of Military Resources During Peacetime Civil Emergencies.....). This directive outlines DoD policy on assistance to the civilian sector during disasters and other emergencies. General policy guidelines are as follows:

1. Use of DoD military resources in civil emergency relief operations will be limited to those resources not immediately required for the execution of the primary defense mission. Normally, DoD resources shall be committed as a supplement to non-DoD resources which are required to cope with the humanitarian and property protection requirements.

2. During civil emergency relief operations, military personnel shall not be employed to enforce or execute civil law in violation of "The Posse Comitatus Act".

3. Military forces used in civil emergency relief activities will remain under military command and control.

4. Military resources shall not be procured, stockpiled, or developed solely for the purpose of providing assistance to civil authorities in civil emergency situations.<sup>16</sup>

In addition to providing general policy guidance, DoD Directive 3025.1 outlines specific responsibilities for each of the military components, the Joint Chiefs of Staff, and other DoD Agencies. In 1973, the Secretary of the Army was designated DoD Executive Agent in providing military support for peacetime civil emergencies with responsibility to be the lead organization for all Defense planning and/or response to the civil sector.<sup>17</sup>

Executive Agent Chain of Command:

The Secretary of the Army serves as Executive Agent for the Secretary of Defense to coordinate response and take the lead in planning for most peacetime disasters. Figure 2 provides a graphic illustration of the Executive Agent chain of command.

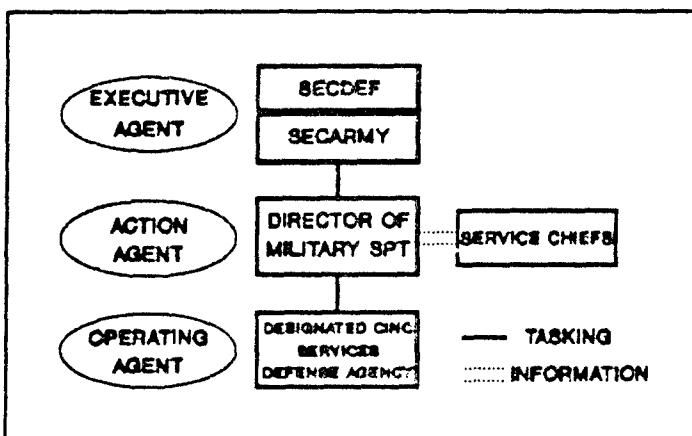


Figure 2. Chain of Command

The day-to-day tasks involved with this role are carried out by the Director of Military Support (DOMS). The DOMS is a Major General on the Department of Army Staff assigned within the Office of the Deputy Chief of Staff for Operations, Plans and

Security (ODCSOPS). As "Action Agent" for the Secretary, DOMS serves as the tasking, coordinating and planning staff. In the event of an emergency or disaster, the DOMS will task an appropriate Commander in Chief (CINC), based upon the geographical area of occurrence, to act as the "Operating Agent" for DoD.<sup>18</sup>

The Commander in Chief, Atlantic (CINCLANT) has planning and execution responsibility for Puerto Rico and the U.S. Virgin Islands. The Commander in Chief, Pacific (CINCPAC) is responsible for Alaska, Hawaii, and U.S. Pacific territories. Commander in Chief, Forces Command (CINCFOR) is responsible for the 48 contiguous states and the District of Columbia.<sup>19</sup>

Proposed New DoD Directive:

The Deputy Under Secretary (Security Policy) has proposed a consolidation of all policy and responsibilities applicable to disaster-related civil emergencies within the U.S., its territories, and possessions with those related to attacks on the U.S. currently known as "Military Support to Civil Defense (MSCD)" and contained in DoD Directive 3025.10. This new DoD Directive 3025.1-R (Draft), Military Support to Civil Authorities (MSCA), would establish a single system by which DoD Components would plan for and respond to, requests from civil government agencies for military support in dealing with the actual or anticipated consequences of domestic civil emergencies occurring during periods of peace, war, or transition to war. The Secretary of the Army would remain the DoD Executive Agent.

This new directive would replace DoD Directives 3025.1, 3025.10, and 5030.45 (DoD Representation on FEMA Regional Preparedness Committees) and is currently being coordinated/staffed within the DoD community.<sup>20</sup>

U.S. Army Regulation 500-60:

Army Regulation 500-60 (Emergency Employment of Army and Other Resources-DISASTER RELIEF) prescribes policy and procedures and defines responsibilities for disaster relief activities, support to the National Oil and Hazardous Substances Pollution Contingency Plan, support to the Boise Interagency Fire Center (BIFC), and support to the American National Red Cross.<sup>21</sup>

Commander in Chief, Forces Command, is the four-star commander of most Active and Reserve Army forces in the continental U.S. Serving as the principal operating agent under the Secretary of the Army for planning and response for peacetime disasters, he leads the most complex contingency planning effort within DoD. To assist in this effort, Continental U.S. Armies (CONUSA) are organized subordinate to CINCFOR and are responsible for coordination, planning, and execution of disaster relief support to civil authorities in their geographical area of responsibility. Figure 3. depicts the geographical areas of responsibility for each CONUSA within the 48 contiguous States.

*NOTE: Fourth Army was recently deactivated and its area of responsibility transferred to First Army. Information regarding further CONUSA deactivations has not been finalized.<sup>22</sup>*

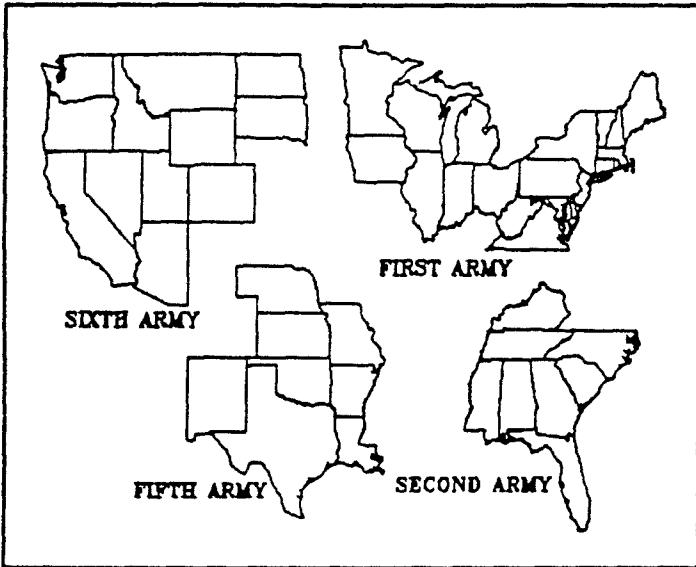


FIGURE 3. CONUSA Boundaries

In accordance with Army Regulation 600-50 and the Forces Command Domestic Emergency Planning System, each CONUSA commander has specific primary responsibilities related to disaster relief operations, to-

1. Plan for and conduct disaster relief operations within the CONUSA geographical area of responsibility.
2. Appoint a DoD military representative as Disaster Control Officer (DCO). The DCO will be the single point of contact for DoD, responsible for coordinating the total DoD relief effort during an emergency or major disaster. The DCO will establish priorities and define work areas for both DoD elements and the U.S. Army Corps of Engineers contractors. Requests for military assistance will normally originate from the Federal Coordinating Officer (FCO), appointed by FEMA.

**NOTE:** As a general rule, the CONUSA will have a DCO pre-appointed for each state within their area of responsibility. A DCO will be in the grade of Colonel or above.

3. Control all DoD resources furnished for disaster relief.
4. Establish and maintain liaison with appropriate Federal, State, and local authorities for planning purposes as well as relief operations.<sup>23</sup>

**Reserve Component Forces:**

National Guard units/personnel are normally the first military forces to respond during civil emergencies and disasters. As a general rule, these forces will remain under State control and not be "federalized". If not otherwise activated in a State status, National Guard personnel may volunteer to participate in disaster relief operations, but, only with the consent of the Governor. Army Reserve personnel may at any time volunteer to lend assistance during disaster relief operations.<sup>24</sup>

Army Reserve units and/or Ready Reserve individuals may be involuntarily ordered to active duty in support of disaster relief operations for not more than 15 days per year at the direction of the Secretary of the Army. This amounts to rearranging the unit's Annual Training period. Army National Guard units or individuals may also be involuntarily ordered to active duty under this authority, however, only with the consent of the State Governor.<sup>25</sup>

Should a disaster be catastrophic and determined to seriously threaten or degrade the national security of the U.S., the President may declare a National Emergency. Under this declaration, the President may involuntarily call-up the Ready Reserve (not to exceed 1,000,000) to augment the Active Component for a period of up to twenty-four months.<sup>26</sup>

The need for Reserve Component forces in support of a domestic disaster/emergency will first be identified by the military DCO. His assessment will be forwarded to the CONUSA and in turn to CINCFOR. CINCFOR consolidates all needs and determines Active and Reserve Component requirements. Reserve Component requirements are forwarded to Headquarters, Department of the Army for review and approval under the appropriate statute. FEMA recommends Presidential declaration of a disaster and if truly catastrophic, recommends to the National Security Council that a National Security Emergency exists. The President may then declare a national emergency and authorize the use of a specific number of Reserve Component personnel. The Secretary of Defense allocates numbers of personnel for each service. The Secretary of the Army may then approve the Call-up of Army Reserve Component forces and issue mobilization orders.<sup>27</sup>

#### Active Component Forces:

Most Active Army forces are under direct control of Forces Command. Forces and resources belonging to other Major Army Commanders (MACOM); Training and Doctrine Command (TRADOC), Army Material Command (AMC), Health Services Command (HSC), etc.,

would support disaster relief operations as required and directed by CINCFOR. This support would be coordinated through the appropriate CONUSA commander and his designated Disaster Control Officer.<sup>28</sup>

#### EARTHQUAKE PREPAREDNESS AT THE NATIONAL LEVEL

One of the first comprehensive National efforts addressing earthquake hazards was enactment of the Earthquake Hazards Reduction Act of 1977. It provided for establishment of the National Earthquake Hazards Reduction Program (NEHRP) to reduce the risk to life and property from future earthquakes in the United States. FEMA was designated the lead Federal Agency with primary responsibilities in planning for the Federal response to a catastrophic earthquake.<sup>29</sup>

Beginning in the early 1980s, FEMA began working in earnest with the other Federal agencies to develop a coordinated "single" plan for responding to an earthquake disaster. It wasn't until 1987 that a fully coordinated plan was published with the concurrence of all twenty-eight Federal Agencies involved. The "Plan for Federal Response to a Catastrophic Earthquake" described the basic mechanisms and structures by which the Federal government would mobilize resources and conduct relief activities to augment State and local response efforts. To streamline the effort, FEMA developed a functional approach to group the types of Federal assistance which a State would be most likely to need following a catastrophic earthquake. Twelve groups, Emergency Support Functions (ESF), were developed. Each

ESF was to be headed by a primary Federal Agency based upon that Agencies' resources and capabilities in that particular functional area. Figure 4. depicts the twelve ESFs.<sup>30</sup>

ESF#1	Transportation
ESF#2	Communications
ESF#3	Public Works and Engineering
ESF#4	Firefighting
ESF#5	Information and Planning
ESF#6	Mass Care
ESF#7	Resource Support
ESF#8	Health and Medical Services
ESF#9	Urban Search and Rescue
ESF#10	Hazardous Materials
ESF#11	Food
ESF#12	Energy

FIGURE 4. Emergency Support Functions

In addition to assignment of a "Lead" Federal Agency for each ESF, other Agencies were designated as "Support" Agencies for one or more ESFs, again based upon their capabilities and resources to support the functional area. As an example, Department of Transportation (DOT) is the lead (Primary) Federal Agency for the Transportation ESF. Support Agencies include: DoD, Department of Agriculture (USDA), Department of Energy (DOE), Department of State (DOS), General Services Administration (GSA), U.S. Army Corps of Engineers (USACE), and U.S. Postal Service (USPS). The twelve ESFs serve as the primary mechanism

through which Federal response assistance is provided to assist the State or local community in meeting response requirements.<sup>31</sup>

The Catastrophic Earthquake Plan was designed to focus efforts toward saving lives, protecting public health and safety, and protecting property. The Plan does not address recovery assistance, which has traditionally been the primary focus of Federal assistance. Recovery assistance; provisions for temporary housing, loans and grants, etc., are still contained in the Stafford Act and remain a very important disaster relief mission of the Federal Government.<sup>32</sup>

To test the new Plan, FEMA developed an interagency training/exercise program which kicked-off in August 1989 in Sacramento, CA during Exercise "Response 89". The initial exercise proved to be very beneficial in identifying weaknesses in the Plan and facilitating coordination between various State and Federal Agencies. As a result, FEMA developed an exercise strategy that included annual coordination exercises to be conducted in various high risk areas throughout the continental U.S., Alaska, and Hawaii. To date three of these exercises have been successfully conducted and more are planned through 1999.<sup>33</sup>

The mechanisms and systems developed in the Catastrophic Earthquake Plan were applicable for virtually any type disaster. As a result, FEMA revised the plan in November 1990 and published the draft Federal Natural Disaster Response Plan. In November 1991, FEMA published the final plan, renamed it the "Federal Response Plan" and broadened its applicability to include not

only natural disasters (earthquakes, hurricanes, tornadoes, typhoons, and volcanic eruptions) but also technological emergencies involving radiological or hazardous material releases and "other significant events".<sup>34</sup>

#### **DOD ROLE IN THE FEDERAL RESPONSE PLAN**

The Federal Response Plan serves as the foundation for further development of detailed headquarters and regional procedures. The Department of Defense plays a key role in implementing the Federal Plan and is one of only a few Federal Agencies which has a prescribed role in each of the twelve Emergency Support Functions, either as the primary or support Agency. DoD has been assigned as lead for ESF #9, Urban Search and Rescue (US&R). At the national level, DoD is responsible for planning and coordinating with assigned support Agencies for the delivery of Urban Search and Rescue assistance. Additionally, DoD is responsible for preparing and maintaining the ESF #9 functional annex and appendices to the Federal Plan.<sup>35</sup> This function is carried out by the Director of Military Support (DOMS) and his staff. At the regional level, DoD must assist the States and FEMA Regional Directors in developing regional plans to provide US&R assistance. This function is accomplished through FORSCOM and the CONUSA Commanders.<sup>36</sup> The Federal Plan, in effect, gives DoD pre-assigned missions to allow for detailed planning and expedite the provision of response assistance to the affected State(s).

Urban Search and Rescue (ESF #9):

A catastrophic disaster, in or near a high-risk, high-population area, will cause casualties, property loss, disruption of life support systems, and may adversely impact regional economic and social infrastructures. Deaths and injuries will occur principally from the collapse of manmade structures and resulting collateral events. Defined, US&R is the process of searching for, extricating, and applying medical treatment to victims trapped in collapsed structures. For purposes of the Federal Response Plan, all other forms of search and rescue--i.e., water, wilderness, mine cave-ins, will not be managed by ESF #9.<sup>37</sup>

Effective Urban Search and Rescue requires specially trained personnel (structural specialists, emergency medical technicians, rescue specialists) and specialized equipment (bracing materials, lifting equipment, rescue operations tools). The military has no unique professional or technical capability to conduct US&R, however, can respond quickly and is organized in large numbers of people trained for disciplined action as a team (unit). The Federal Plan gives DoD the authority to identify and contract for specialized civilian equipment and operators for US&R response. Additionally, should National US&R resources (Federal and civilian) be inadequate for the task, DoD may coordinate through Department of State and the United Nations Disaster Relief Organization to obtain use of registered international US&R teams specifically trained and equipped for that mission.<sup>38</sup>

Department of Defense Planning:

The Secretary of the Army (DoD Executive Agent) has the responsibility for providing policy and direction concerning plans, procedures, and requirements for DoD support to the Federal Response Plan. The Director of Military Support (DOMS) conducts the national-level disaster functions for the Secretary to include providing DoD input for FEMA's coordinated interagency plans. CINCFOR, has taken the lead in the area of Federal US&R, publishing the first Federal-level plan in April 1991.

CINCFOR's Catastrophic Earthquake Response Plan addresses, in detail, the DoD US&R mission, guidance to subordinate CONUSA Commanders, and a workable task organization for conducting the complicated US&R tasks. Figure 5 depicts the CINCFOR proposed task organization for conducting US&R operations under military control and direction.<sup>39</sup>

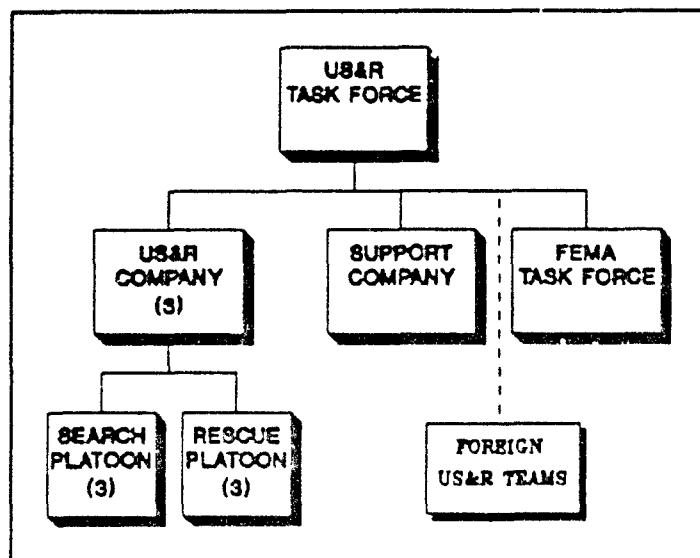


Figure 5. DoD US&R Organization

Initial response would involve "light" US&R consisting of searchers with hand tools accompanied by technical experts, dog teams, listening devices, and special optical equipment to locate trapped victims. "Heavy" US&R would entail the use of heavy lifting and construction-type equipment to remove debris and/or construct tunnels. The basic US&R Task Force (Fig.5) is battalion-sized, consisting of approximately 800 personnel. It consists of three US&R Companies, with separate search and rescue elements, and a Support Company including medical, legal, and general support personnel. The DoD Task Force is augmented with a FEMA Task Force organization consisting of certified civilian US&R teams, specially trained and equipped for that mission. The standard FEMA Task Force is comprised of highly specialized teams such as: canine search teams, technical search specialists, specialized rescue teams, and crush injury management medical experts. In addition to augmentation from FEMA with U.S. civilian assets, the DoD Task Force may be augmented with International US&R teams.<sup>40</sup>

Specialized FEMA US&R teams come from various locations throughout the U.S. Members are normally affiliated with a local Fire Department or Rescue Squad. Generally, they are specially trained for locating trapped victims and are equipped with sophisticated devices such as heat sensing equipment, borehole cameras, acoustic devices, or dog teams. FEMA trains and certifies these teams and as of December 1991, had certified twenty-two separate teams for possible use in Federal US&R.<sup>41</sup>

Requests for Federal Assistance:

Figure 6 graphically depicts the sequence for requesting and receiving Federal assistance resulting from a "disaster" event.

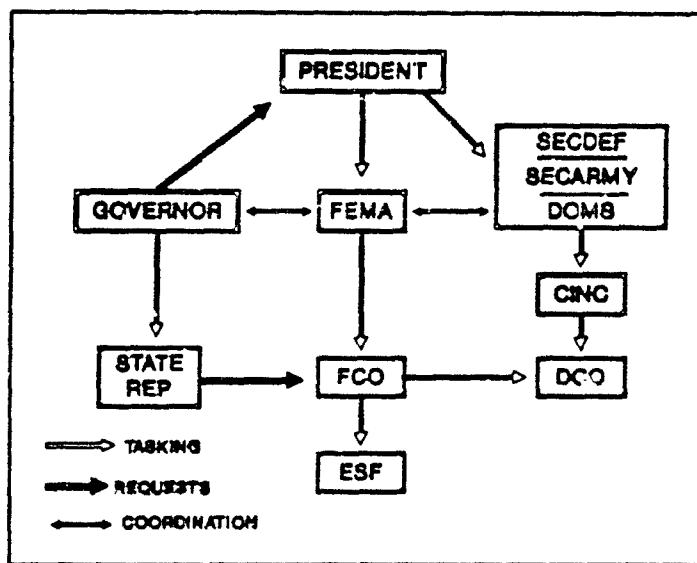


Figure 6. Sequence of Events

Disaster response begins at the local level and as the resources are overwhelmed, moves up to the State level. If the necessary assistance is beyond the capability of the State to handle, the Governor will make a request for Federal assistance directly to the President. FEMA, acting on behalf of the President, will assess the situation and if appropriate, recommend a Presidential Declaration be made. The Presidential declaration authorizes the use of Federal resources in the relief effort. The President will appoint a Federal Coordinating Officer (FCO), which will be collocated with or dispatched to join the affected State's

Coordinating Officer (SCO). The Director of Military Support (DOMS), working on behalf of the Secretary of the Army (DoD Executive Agent), will task a CINC to organize, coordinate and execute the DoD relief effort. If within the contiguous 48 States, CINCFOR will, in turn, task the appropriate CONUSA to act as the DoD "operating" agent for executing the DoD effort. The CONUSA will appoint a Defense Coordinating Officer (DCO) who will collocate with the FCO and respond directly to his requests for DoD assistance. If the disaster is catastrophic in magnitude, the Emergency Support Functions (ESF) will be activated and DoD will deploy the appropriate ESF teams to the affected area. All requests for DoD assistance will come from the FCO through the DCO who will coordinate or task for the appropriate resources.<sup>42</sup>

#### CONCLUSIONS

##### The Military - Well Suited for Disaster Relief:

Military organizations are very complex structures, with a diversity of skills and specialties necessary to perform a variety of tasks. The Military is a bureaucracy with broad goals (missions) and objectives. Over time, missions and objectives have become increasingly complex and the result has been creation of highly specialized functions to "accomplish the mission". The more complex the goals and tasks of the organization, the more diversified the organization becomes. This Military's bureaucratic structure provides the means for coordinating and controlling large numbers of people involved in different and yet complementary tasks and activities. Through this bureaucratic

structure, specialized roles, hierarchy of authority, and rules and regulations, the Military is able to efficiently accomplish its missions and objectives.<sup>4</sup>

Because Military organizations have the necessary structure for coordinating and controlling large forces, in addition to having immediately available crucial equipment and supplies, they can be of immeasurable assistance to communities struck by a disaster. The Military is oriented toward "contingency" planning. These expectations of the "unexpected" are standard for all Military organizations. Therefore, unlike civilian groups, Military units are ready to respond to unanticipated demands of a disaster situation. This ability of the Military to adjust rapidly to the unexpected event is their most valuable asset in times of civilian disaster, as well as periods of war.<sup>4</sup>

Challenges for the Future:

There are a number of factors which will likely impact on the Army's ability to respond to civil emergencies during the upcoming decade. First and foremost is the downsizing of the force and ever decreasing resources (budget). With a smaller Army, fewer personnel are going to be available to accomplish planning and preparation for civil emergency contingencies. With early retirements, reduction in headquarter's staffing, and Reductions in Force (RIF), a great deal of the experience and knowledge base may be lost.

The end of the Cold War and resulting inward National focus will likely result in a greater emphasis on peacetime disaster aspect of national civil defense programs. Four factors contribute to this phenomenon:

1. The increasing severity of consequences of disaster for complex societies.

2. Media attention to disaster relief operations.

3. The popular appeal of involving military forces in humanitarian activities.

4. Worldwide impact of the United Nations promotion of the 1990s as "The International Decade of Disaster Reduction".

The bottom line is: our nation may be expecting more involvement from the military while at the same time drastically reducing the resources necessary to meet that expectation.

Another factor, downsizing-related, which may directly impact disaster relief capability is elimination of the CONUSAs. Without that intermediate headquarters and planning/coordinating staff, the job of CINCFOR will become increasingly difficult, especially in light of the tremendous reliance on DoD embraced by the new Federal Response Plan.

How well prepared is DoD to coordinate or conduct the critical life-saving task of Urban Search & Rescue? Without the unique technical expertise or specialized equipment, can the military reasonably expect to be successful at conducting Urban Search and Rescue? Some of the military leadership and Department of the Army staff believe DoD should have a support

role only and the lead for this Emergency Support Function should be transferred to FEMA. The debate is ongoing, however, it appears that DoD will retain the responsibility as lead federal agency for US&R.

Recommendations:

The Army of the future will likely be much smaller. Increasing reductions in manpower and dollars are a fact and could have a dramatic impact on the Army's ability to plan for and conduct disaster relief operations. What can be done to minimize these effects? First, great care must be taken when considering either downsizing or deactivating CONUSA headquarters. The most important planning efforts for military disaster relief operations are conducted by CONUSA staffs. The day-to-day interface with their State and local governmental counterparts is essential and could not be accomplished as effectively at any other level within the Army. The CONUSA, working through Installation commanders, is able to affect a mutually supportive planning system between the military and civil sector. This interface is key and assures effective and appropriate use of military resources during disaster relief operations. CONUSA headquarters provide an extremely important function not only during mobilization for war, but also in planning for and conducting peacetime operations in support of the civil sector. These headquarters must be retained and every effort made to staff them appropriately for the broad and essential missions they conduct on a daily basis.

The debate on whether or not DoD should have the lead in Urban Search & Rescue (US&R) should end. The Federal Response Plan has been agreed upon by all agencies involved, including DoD, and the military should "get on with the business of planning and preparing for accomplishing that mission." A number of steps can be taken to improve the military's preparedness for conducting US&R. First, development of an exportable training package could be extremely useful. This would not entail anything more than providing leaders and staffs with a fundamental orientation on what US&R is, what types of missions could be anticipated, how to organize for these missions, and what basic types of equipment would be required. The US&R organization model developed by CINCFOR would serve well as a start point for tailoring forces and could be easily modified to meet specific circumstances.

Another step could be to pre-designate "types" of military units that would be used during US&R operations (i.e. engineer units, medical units, etc.) and develop specific guidelines or SOPs for their operations in an US&R environment. If these units could be pre-identified, an orientation program could be developed and provided to unit members. This would assure the unit was aware of its roles and responsibilities should it be called in response to a catastrophic disaster.

Lastly, the current policies and procedures contained in the DoD Directives and Army Regulations dealing with disaster relief operations, need to be updated to reflect new and expanded DoD

responsibilities contained in the Federal Response Plan. This would assure the most current guidance and policy information is available to the CINCs and CONUSAs for their detailed planning efforts.

Military support to civil authorities is an essential part of our Nation and culture. The next decade will present a number of challenges that must be met with innovation and insight. To accomplish all the missions the Nation expects, DoD must plan to use scarce defense resources efficiently as possible all of the time. As in the past, military institutions will find a way to do more with less and continue the long tradition of helping civilians in time of need.

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